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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its 2010 report (A/64/19), the Special Committee on Peacekeeping Operations requested the Secretary-General to report on the implementation of the recommendations contained therein. The present report outlines progress made in implementing those recommendations and key developments. It further sets out progress over the past year in clarifying and delivering on critical roles in United Nations peacekeeping, building capabilities, strengthening field support arrangements and improving arrangements for planning, managing and oversight of missions.

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I. Introduction

1. United Nations peacekeeping remains an essential tool to address international peace and security. It has unique strengths, including the ability to deploy and sustain troops and police from around the globe and to integrate them with civilian peacekeepers and partners to undertake multidimensional mandates. Over the past two decades, peacekeepers have deployed in many configurations and on an unprecedented scale. In March 2010, the total number of United Nations peacekeepers reached historic deployment levels of 125,520 military, police and civilian staff.

2. Following an extended period of expansion, United Nations peacekeeping is now entering a phase of consolidation in overall size. With the withdrawal of 1,494 troops from the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the closure of the United Nations Mission in the Central African Republic and Chad (MINURCAT), approximately 124,000 military, police and civilian staff will be serving in the field at the end of 2010. Demands for certain specialized capabilities, including police, continue to increase. However, owing to both the size of continued deployments and the implementation of multidimensional mandates, United Nations peacekeeping remains one of the most complex political and operational challenges facing the United Nations.

3. The African Union-United Nations Hybrid Operation in Darfur (UNAMID) and MONUSCO have experienced challenges in the implementation of their mandates, particularly in the protection of civilians and in responding to threats from spoilers. Limited consent by host Governments, divergence on strategy by the international community and inadequate capabilities have compounded those challenges. The January 2010 earthquake in Haiti highlighted the critical need for contingency planning, rapidly deployable reserve capacities, flexible and efficient support arrangements and effective mechanisms for cooperation and interoperability with partners. The controversies surrounding the first round of presidential elections in November highlighted again the fragility of political stability in Haiti.

4. The presidential election in Côte d'Ivoire presented formidable challenges, most of which the United Nations Operation in Côte d'Ivoire (UNOCI) helped national authorities to overcome. In anticipation of the related security and political challenges, an additional 500 peacekeepers were deployed prior to the 31 October 2010 election. An additional company and two military helicopters were deployed prior to the 28 November 2010 presidential run-off round to further reinforce UNOCI. The contested outcome of the second round of the presidential election and the ensuing acute political crisis underscore the risk of a relapse into instability.

5. In response to rising demands on peacekeeping, a set of proposals to reform and strengthen peacekeeping were launched in July 2009 in the non-paper entitled "A new partnership agenda: charting a new horizon for United Nations peacekeeping". It aimed to define a policy agenda reflecting the perspectives of all stakeholders in the global peacekeeping partnership. The Secretary-General, in his previous report to the General Assembly on the implementation of the recommendations of the Special Committee on Peacekeeping Operations (A/64/573), outlined many of those key elements, including identification of priorities related to policy coherence around critical tasks; a capabilities-driven approach; global field

support; and mission management, planning and accountability. The 2010 session of the Special Committee further advanced dialogue in many areas, and efforts continue on this medium-term initiative. A progress report was also shared with Member States in October 2010.

II. Review of key developments in 2009 and 2010

6. The past year was overshadowed by the devastating earthquake that struck Haiti on 12 January 2010, killing over 230,000 people, including 103 personnel of the United Nations Stabilization Mission in Haiti (MINUSTAH). In addition to supporting and facilitating the immense international recovery and humanitarian effort launched immediately after the catastrophe, MINUSTAH continued to provide a secure environment, and to support Haiti in making progress on such key national priorities as strengthening the rule of law and the holding of general elections.

7. Several missions saw progress in building national capacities and institutions, and in creating stable environments. The operations in Liberia and Timor-Leste focused on strengthening police and national security institutions and the rule of law, while facilitating recovery and peacebuilding. The mission in Liberia is also supporting the engagement of the Peacebuilding Commission in the country, including its focus on critical peacebuilding efforts in respect of the security sector, the rule of law and national reconciliation. In Lebanon, the United Nations Interim Force in Lebanon (UNIFIL) monitored the implementation of the cessation of hostilities agreement, contributing to the establishment of a stable environment in southern Lebanon.

8. Supporting the conduct of and creating an enabling environment for elections was a core task of several peacekeeping missions this year. In addition to logistical and security support to the first and second rounds of presidential elections in Cote d'Ivoire, UNOCI will continue to work with the United Nations country team to support completion of the electoral process. In Haiti, MINUSTAH delivered logistical and security support to the general elections in November. In Afghanistan, the United Nations Assistance Mission in Afghanistan (UNAMA) provided technical assistance to the conduct of elections in October 2010 while working with stakeholders on establishing and implementing a reconciliation strategy. Both the United Nations Mission in the Sudan (UNMIS) and the African Union-United Nations Hybrid Operation in Darfur (UNAMID) provided support to the organization of elections in the Sudan in April 2010. The January 2011 referendums constitute a major challenge, and UNMIS continues to provide support to the parties in completing their preparations and in ensuring that a peaceful environment is maintained before and after the referendums. The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) is supporting the voter registration process in the Democratic Republic of the Congo which, according to the current electoral calendar, should be completed on 5 May 2011.

9. Protection of civilians continued to be another area of focus. In the Democratic Republic of the Congo a new phase began for the United Nations presence with the transformation of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) into the United Nations Stabilization Mission in the Democratic Republic of the Congo. The Mission has developed innovative

approaches to enhance efforts to protect civilians in an extremely challenging environment of insecurity in the East. It also provided support to the Forces Armées de la République démocratique du Congo (FARDC) in jointly planned military operations to address the presence of armed groups, on the basis of a strict conditionality policy related to the conduct of FARDC in respect of human rights and humanitarian law. UNMIS and UNOCI also prepared and are implementing comprehensive strategies on the protection of civilians.

10. The lack of critical military utility and attack helicopters was exacerbated with the withdrawal of several of the helicopters from MONUSCO and UNMIS. Urgent action is required to ensure that missions have sufficient mobility and flexibility to discharge their mandates effectively, particularly the protection of civilians.

11. The safety and security of personnel remained a major concern. Continued attacks on United Nations and United Nations-associated personnel, including kidnapping, were registered in Darfur. Peacekeepers in the Democratic Republic of the Congo came under violent attack by armed groups on several occasions during rebel assaults targeting mainly local authorities. Restrictions on freedom of movement continued to be imposed on peacekeepers in several missions, although it is an essential condition for implementation of their mandates.

III. A way forward

12. The global peace and security context continues to evolve. As inter-State conflicts decline, civil wars are the predominant form of armed conflict. They increasingly recur with high levels of continued violence. Conflict may reach across borders as economic and social drivers of conflict, such as illicit trade in natural resources or organized crime, feed into political instability. National capacity development is essential, but may require concerted effort over many years and beyond a single generation.

13. The complexities of today's operational environments reinforce the need for a context-driven and flexible response. Where some conflict is ongoing, mediation and peace implementation may need simultaneous attention and support. In the Sudan, for example, implementation of the North-South peace agreement has progressed even as political facilitation continues to work towards a peace agreement on Darfur. In the Democratic Republic of the Congo, parts of the country are arguably beginning to return to a development path even as conflict continues in areas in the east.

14. The preceding challenges call for a cohesive response from a united international community and an integrated United Nations system. Peacekeeping operations are not substitutes for long-term solutions, but they can help to establish conducive conditions and create space for other longer-term efforts to take root. Coordination is also essential to ensure timely planning around critical events, such as elections, as well as the eventual transition and transfer of activities to the Government and other partners from the United Nations system and beyond.

15. The present report summarizes developments over the past year to address those challenges, as well as the priorities set out in the New Horizon initiative, on which consensus is vital to address core operational challenges. While good early

progress has been made over the past year, many elements require multi-year engagement.

A. Clarifying and delivering on critical roles for modern United Nations peacekeeping

Peacebuilding tasks undertaken by peacekeeping operations

16. Over the past year, the peacekeeping-peacebuilding nexus remained a topic of intensive discussion in the General Assembly and the Security Council. In 2010, the Special Committee on Peacekeeping Operations reaffirmed the need to plan and conduct peacekeeping activities in such a manner as to facilitate post-conflict peacebuilding, prevent the recurrence of armed conflict and progress towards sustainable peace and development. It underlined the importance of effective coordination and planning, national ownership, early engagement and strong partnership. Recent reports described progress on the 2009 agenda for action to improve peacebuilding in the immediate aftermath of conflict (A/64/866-S/2010/386) and on women's participation in peacebuilding (A/65/354-S/2010/466). The Member States completed a landmark five-year review of the peacebuilding architecture, which was welcomed by the General Assembly in its resolution 65/7 and by the Security Council in its resolution 1947 (2010).

17. United Nations peacekeeping operations have been mandated to undertake peacebuilding tasks for over 20 years. Compared to partners within the United Nations system, peacekeeping operations often play a more prominent role at the early stages of national peace processes, which can last decades. While the specific tasks of peacekeepers vary with the context, peacekeeping operations typically perform three roles in the broader peacebuilding effort.

18. First, peacekeeping operations help to articulate strategic priorities by supporting consensus among national counterparts and the broader international community. They signal needs and priorities at critical stages of the peace process through reporting to the Security Council, support to national planning processes and help in developing strategies for peace implementation in specific areas. The special representatives of the Secretary-General are also charged with establishing integrated planning processes within an integrated strategic framework, to support a coordinated effort throughout the United Nations system under a shared vision, strategic objectives and priority expected accomplishments.

19. Second, peacekeepers enable peacebuilding by others, by providing a security umbrella, monitoring commitments by parties to the conflict, expanding and preserving political space, facilitating assistance efforts, delivering administrative and logistical enabling support and coordinating or directly managing various resource streams. Peacekeepers also play important support roles that can enable socio-economic recovery, such as maintenance of critical infrastructure.

20. Third, peacekeeping operations implement directly certain peacebuilding tasks, including putting into place measures for short-term stability and laying the foundations for long-term capacity-building and institutional development in collaboration with partners. The Security Council has long mandated peacekeeping operations to perform selected peacebuilding tasks, including those relating to disarmament, demobilization and reintegration, security sector reform, mine action,

justice and corrections, protection of civilians and civil affairs. Over time, mandates have become increasingly specific, particularly those in the areas of policing and criminal justice, for which a move can be seen away from observer or monitoring roles to more active peacebuilding support in training and institutional support. Support to electoral and other political processes constitutes a second broad mandate in United Nations peacekeeping contexts, engaging civilian and uniformed components and mission support in supporting national processes. Extension of State authority, including at the local level where the continued presence of civil affairs and other staff can facilitate critical early assessment and support, comprise another key peacebuilding mandate in peacekeeping. In all areas, mission efforts advance in parallel with the provision of support by development agencies and other international partners.

21. The Department of Peacekeeping Operations and the Department of Field Support are currently developing an early peacebuilding strategy for peacekeepers to guide the prioritization and sequencing of initiatives in the areas of civil affairs, policing, justice, corrections, security sector reform, mine action, and disarmament, demobilization and reintegration. Additional work will broaden the strategy to encompass additional critical tasks related to support to political processes, State institutions and other areas. Such complex areas of work regularly included in Security Council mandates contribute and are deemed essential to peacebuilding in the immediate aftermath of conflict. The strategy will also serve to guide the Department of Peacekeeping Operations in its role as a system-wide resource in the above-mentioned areas of specialist expertise, particularly policing and corrections.

Protection of civilians

22. The implementation of mandates on the protection of civilians continues to be one of the most operationally challenging tasks for United Nations peacekeeping. The Department of Peacekeeping Operations and the Department of Field Support, in consultation with Member States, troop- and police-contributing countries and the eight missions currently mandated to protect civilians, have made important progress in this critical area. In the Democratic Republic of the Congo, where difficult terrain and lack of infrastructure are major obstacles, the Mission has extended its reach through the deployment of multiple forward bases to especially vulnerable areas. MONUC (now MONUSCO) established a rapid response and early warning cell to map specific areas of risk, address urgent issues and recommend protection actions to the senior management group on protection, which includes the Mission's senior leadership, as well as the Office for the Coordination of Humanitarian Affairs and the Office of the United Nations High Commissioner for Refugees as protection cluster lead. The cell draws on information gathered at the field level and analysed by multidisciplinary joint protection teams.

23. Innovation in the field is complemented by policy work at Headquarters. The Department of Peacekeeping Operations and the Department of Field Support elaborated an operational concept on the protection of civilians in United Nations peacekeeping operations in 2010. They are currently focusing on four principal elements critical to implementation of mandates on the protection of civilians: development of a draft strategic framework to guide the development of mission-specific strategies; improved predeployment and in-mission training; an outline of resource and capability requirements for the implementation of mandates on the protection of civilians; and an examination of planning processes. The preceding

elements were also emphasized in the report of the Special Committee on Peacekeeping Operations on its 2010 substantive session (A/64/19).

24. A draft strategic framework will be circulated to Member States in advance of the 2011 substantive session of the Special Committee. The draft framework includes such elements as informing the development of protection of civilian strategies in four missions; assisting them in undertaking a systematic analysis of the risks facing civilians; and orienting efforts towards mitigation. The two departments are developing a draft resource and capability matrix on the protection of civilians to assist in planning missions with such mandates, and to inform discussions with troop- and police-contributing countries on the required resources and capabilities. The matrix will also identify the source (contingent-owned equipment or commercial contract) of the required equipment, and the mission functions that utilize it, and provide estimated capability requirements. The Integrated Training Service of the Department of Peacekeeping Operations and the Department of Field Support is developing a series of protection of civilian training modules for military, police and civilian personnel, which include conceptual and legal underpinnings and a range of potential scenarios.

25. The protection of civilians also relies on robust coordination among military, police and civilian actors, particularly at the local level. Effective liaison with communities is essential. In that connection, MONUSCO has developed a practice of fielding joint protection teams with the aim of fostering and improving communication with local authorities and communities to promote information sharing and early warning, and offer advice on protection as necessary. Another recent innovation includes community liaison interpreters, who are embedded with military personnel at the local level but guided by the Mission's Civil Affairs Section. The interpreters contribute to local level analysis, communication and interaction with local populations.

26. Efforts undertaken thus far by the Secretariat constitute only the beginning of a process for improved planning and implementation of the protection of civilians. Peacekeepers continue to request more detailed operational guidance. Further efforts to improve the implementation of mandates on the protection of civilians in United Nations peacekeeping operations must fully engage key partners, particularly the troop- and police-contributing countries that deploy to protect civilians, and the host authorities, who have the primary responsibility to protect their civilian populations. Mandates must also be clear and achievable. While the Secretariat is doing its utmost to ensure that missions are ready to carry out the mandates, the protection of civilians will ultimately require effective State institutions and a durable peace. Missions will be able to provide only a temporary element of assistance if the longer-term requirements are not in place.

Means to enhance the operational effectiveness of peacekeeping missions

27. The Special Committee recognized the need to intensify dialogue between Member States and the Secretariat, including in the Special Committee, on ways to enhance the effectiveness of peacekeeping missions, including by addressing the requirement for peacekeeping missions to be able to deter threats to mandate implementation, the safety and security of peacekeeping personnel, and ongoing peace processes. To foster a common understanding of options for response when the presence of spoilers may imperil mandate implementation, the Office of Military

Affairs prepared a concept note outlining a robust approach to peacekeeping, which was circulated to Member States and discussed by the Special Committee at its 2010 session.

28. Since then, intensified dialogue on military aspects, including deterrence, operational readiness and use of force, has been taking place with a view to developing guidance materials primarily for military contingents deployed in United Nations field missions. The effort has been carried out in partnership with Member States, in particular the major troop-contributing countries. Three regional conferences, in Nigeria (2010), Argentina (2010) and Indonesia (2011), should enable dialogue to reach a common ground and facilitate the development of appropriate materials to further the capacity of the troops on the ground to support the implementation of mandates.

29. To complement the dialogue on military aspects of operational effectiveness, additional consultations are being planned to facilitate a broader dialogue on political dimensions that must accompany a robust posture and the full array of requirements to deter threats and ensure an effective response, including links to the capabilities discussed below.

B. Building the capabilities needed to meet the challenges of tomorrow

30. United Nations peacekeeping delivers significant capacity across a wide range of mandated tasks, with troop- and police-contributing countries playing a vital and integral role. The need to identify new contributors to peacekeeping requires a careful review of the capabilities that the United Nations is able to deploy effectively. In 2010, Member States expressed support for an increased focus on sustaining peacekeeping capacities and for strengthening capacity-building. The Secretariat has responded to the Special Committee's encouragement to continue work on the development of a comprehensive and multi-year capability-driven approach to peacekeeping with the aim of improving overall performance.

31. The capability development agenda elaborated in 2010 with the support of Member States is forward-looking and addresses the capability requirements for both uniformed and civilian components. It is geared to respond to the requirements associated with core peacekeeping tasks, including the need for mobility and flexibility, rapid deployment capability, situational awareness, sustainability and integrated approaches. In this context, "capability" is operationally defined as the ability and readiness to deliver against a reasonable standard; it encompasses the combination of capacities (human and material), preparedness (organization, process and training), and sustainability (support, logistics) required to accomplish assigned tasks.

Identifying expectations and setting standards

32. With the support of the members of the Special Committee, the Secretariat has identified in the initial phase a threefold pilot initiative for military components, through which to test a methodology for developing baseline operational standards collaboratively with peacekeeping contributors. Inaugurated in 2010, the pilot initiative is focusing at the outset on operational tasks and capability requirements for infantry battalions, staff officers and military medical support. An initial workshop to discuss methodology and proposed products in support of infantry

battalions and staff officers, held with members of the Special Committee in December 2010, will form the basis of ongoing dialogue and refinement of the approach. The initiative depends for success on the support of Member States, including peacekeeping training institutes at the national and regional levels, in identifying and developing practical tools in support of contributing countries.

33. The short-term objective of the pilot project is to build consensus around necessary and realistic baseline capability standards for the specific components identified. Infantry battalions form the core of United Nations peacekeeping forces in the field, while staff officers perform the military planning, command and control functions. The guidelines on roles and standards for staff officers, prepared in 2009, and a comprehensive training needs assessment carried out in spring 2010 are serving as the basis for advancing the development of training standards for staff officers, as part of the pilot initiative.

34. The baseline standards will serve to inform the design of preliminary tools which may include training standards, equipment requirements and evaluation tools. The initiative further seeks to inform future departmental efforts to define capability requirements for other mission components in terms of methodology, lessons learned and best practices. In the longer term, the initiative aims to bolster the effectiveness and interoperability of various peacekeeping components and enable more targeted capacity-building support to contributing countries through training provided by third countries and by equipping partners to meet identified capability requirements.

35. The Secretariat is continuing efforts to clarify evolving core police functions in peacekeeping. An Office of Internal Oversight Services report on the management of United Nations police operations (AP2007/600/01) called for the development of a comprehensive strategic doctrinal framework and a portfolio of guidance documents. The Police Division of the Department of Peacekeeping Operations initiated a three-year project to develop a strategic doctrinal framework for international police peacekeeping.

36. The development of guidance in the closely linked areas of justice and corrections has also advanced. A new policy on justice components was approved in December 2009. A revision to the December 2005 policy directive on prison support is under way. Also under development are guidelines on the mapping and assessment of police and other law enforcement, justice and corrections institutions in post-conflict settings. The Department of Peacekeeping Operations has documented new approaches in the report entitled "Second generation disarmament, demobilization and reintegration practices in peace operations", and is developing guidelines for their application. A new civil affairs recruitment profile was launched in 2010, introducing three areas of specialization: conflict management and reconciliation; support to State institutions; and programme/project management.

37. The recruitment system for civilian personnel in peacekeeping operations and special political missions has been redesigned to align it with forecasted mission needs, support faster staff deployment and ensure that civilian personnel recruitment standards are met. Capability requirements are assessed through workforce planning that identifies expected mission requirements in terms of skills and number of personnel and informs the scheduling of generic job postings and meetings of expert panels to assess candidates. Prior to posting generic job openings, the job descriptions are reviewed and updated as necessary to ensure that the duties and

responsibilities, competencies, experience and other qualifications are accurately reflected.

38. The Department of Field Support also reformed the roster-based recruitment process to take a proactive, centrally managed approach to staffing by developing rosters of qualified candidates assessed by Expert Panels, endorsed by a central review body and ready for immediate selection by mission managers under their delegated authority. In its resolution 63/20, the General Assembly approved harmonized contractual arrangements under one set of Staff Rules, which enabled the creation of a global Secretariat, integrating the field and Headquarters. This arrangement guides the new staff selection system, which governs both field and Headquarters. The new staff selection policy gives the Under-Secretary-General for Field Support the authority to laterally transfer staff whose appointment is not limited to a specific mission or department between activities away from Headquarters that are administered by the Department of Field Support as well as between those activities and the Department of Peacekeeping Operations, the Department of Political Affairs and the Department of Field Support, to suitable job openings, without advertisement of the position or further review by a central review body. This has considerably strengthened the capacity of the departments to deploy staff more rapidly throughout the lifespan of a mission. In addition, it allows for the redeployment of staff from downsizing or liquidating missions to other missions and functions requiring their experience, skills and expertise. As a result, vacancy rates have fallen from 30 per cent as at 30 June 2009 to 15 per cent as at 30 June 2010 for locally recruited staff, and from 28 per cent as at 30 June 2009 to 24 per cent as at 30 June 2010 for international staff. The new staff selection system also requires managers to give due consideration to candidates from troop- and police-contributing countries for positions in peacekeeping operations and for posts funded under the support account. As at 31 August 2010, 88 per cent of mission staff were nationals of troop- and police-contributing countries.

Filling critical resource gaps

39. Since December 2009, the Secretariat has been distributing lists covering military and police, rule of law and other civilian capability gaps in current missions, with a view to identifying critical requirements and encouraging cooperation among the Secretariat, contributing countries and those providing targeted capacity-building support to missions. An impact assessment of the lists is planned for 2011.

40. In parallel, the Secretariat is reviewing past practice in outreach to troop- and police-contributing countries and assessing options for linking the identified needs with a mapping of globally available capacities and political strategies for securing critical assets. Dialogue between the Secretariat and Member States, through the annual global clearing house for peacekeeping capacity-building, seeks to strengthen coordination of capacity-building.

41. Over the past year, six emerging troop-contributing countries were briefed on the United Nations force generation process and participation in peacekeeping operations, and new United Nations Standby Arrangement System memorandums of understanding were signed with Argentina, Chile, Cyprus and Portugal. Negotiations are ongoing with seven additional emerging troop-contributing countries.

42. Military helicopter units constitute a major capability for peacekeeping. Depending on the mandate, they provide air mobility for troops, logistics, medical

evacuations, extractions and search and rescue, and fire support to ground forces in high-threat areas. Military helicopter units are an absolute force requirement for operations conducted in remote locations lacking infrastructure. As mission assets, individual helicopters also supplement the logistic effort of commercially contracted helicopters for all components. United Nations peacekeeping operations have confronted a continuous gap of military helicopter units for many years despite efforts to encourage potential donors and troop-contributing countries. If no further contributions are made, the shortfall of military helicopters will increase to 56 out of a requirement of 137 by April 2011. The United Nations Mission in the Sudan, the African Union-United Nations Hybrid Operation in Darfur and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo are affected the most.

43. To minimize operational impact, the Secretariat is exploring the identification of additional contributors, intermittent utilization of air assets and temporary redeployments of aviation units to locations where they are required most. The Secretariat recognizes the importance of more robust incentives to countries contributing military helicopters. A Department of Peacekeeping Operations and Department of Field Support expert working group is studying a multi-track approach to developing a coordinated and sustainable framework to change the way in which helicopters are generated, contracted, reimbursed and operated.

44. Effective performance is possible only where troop- and police-contributing countries enjoy sound logistical and managerial support. While all missions require effective support, high-risk and complex environments bring particular demands, requiring flexible transport, communications and logistics structures that can support contributors in the execution of increasingly challenging tasks. The development of pre-defined modules for deployment under the global field support strategy is designed to provide more predictable, secure and flexible logistical support to contingents. The reimbursement framework is another crucial aspect of the peacekeeping partnership that can offer further incentives. In conformity with resolution 63/285, the Secretariat is reviewing reimbursement rates for troops and delivering secretarial and substantive support to the working group on contingent-owned equipment, in which Member States discuss questions related to reimbursement.

45. On the basis of a review of existing structures, and to enhance the quality of police in the field and deliver on commitments to the Special Committee and Member States, the Police Division of the Department of Peacekeeping Operations, within existing resources, is reconfiguring its structure by establishing a dedicated selection and recruitment capacity, in line with the briefing provided to the Special Committee during its 2010 substantive session. With the approval of the General Assembly, such a dedicated capacity would ensure transparency, autonomy, accountability, consistency and standardization, and enhance the effectiveness and efficiency of all processes related to the recruitment, selection and deployment of police personnel. The establishment of the new selection and recruitment section would be cost neutral. The Police Division has reduced the vacancy rate for police from 30 to 18.5 per cent and has begun to address the gender imbalance as well as difficulties in recruiting senior personnel. Women now comprise almost 10 per cent of the deployed police, up from 7 per cent in August 2009.

46. The group of contributors of formed police units, for which the demand has rapidly increased, has already expanded. Currently there are 64 formed police units in six peacekeeping operations. Efforts are under way to coordinate with donor countries to assist in equipping and training the units. In addition, targeted selection of specialists, enhanced coordination with Member States and the creation of specific job descriptions have helped United Nations police components to enhance their capacity to address sex- and gender-based violence.

47. Additionally, while the rosters maintained by the Department of Field Support for civilian capacities may meet many of the predictable needs of field missions, such as strategic planning, other modalities and more flexible measures will be needed for surge requirements and for specialized expertise not readily available within the Secretariat or from standby rosters. Some of this expertise can be found in the programmes, funds and agencies of the United Nations system. If approved by the Assembly, harmonized conditions of service under the already streamlined and unified contractual regime will enhance interoperability between field missions and the entities of the United Nations system. Greater efforts will also be made to explore possible arrangements with external partners and Member States for the provision of specialized civilian capacities. In addition, adequate conditions of service and living conditions will be needed for the successful recruitment to and retention of greater numbers of civilian staff, including women, in peacekeeping operations.

48. Even with the establishment of rosters, the supply of personnel with critical and specialist civilian skill sets in such areas as the rule of law remains limited, and those experts are rarely available for rapid deployment. Ensuring a larger and more diverse pool of rapidly deployable experts is essential. Standing capacities are therefore necessary in highly specialized areas where expertise is scarce. The expansion of the standing police capacity to 41 posts and the establishment of the justice and corrections standing capacity based in Brindisi in July 2010 are positive steps. However, the experience with and future needs of the justice and corrections standing capacity, which consists of five authorized posts, will be reviewed, along with possible further measures to enable the deployment of shorter-term consultants, gratis personnel and seconded civilian staff to address urgent capacity requirements.

Training

49. In the context of the strategic peacekeeping training needs assessment, released in October 2008, and the New Horizon initiative, Member States have highlighted the need for clear predeployment training standards to adequately prepare and deploy military and police capabilities. In 2009, the Department of Peacekeeping Operations and the Department of Field Support issued updated core predeployment training materials which provide the basic information for all predeployment training of military and police personnel and for civilians completing the civilian predeployment training. Available in English, French and Spanish, the materials provide military, police and civilian personnel with a shared understanding of the fundamental principles, rules and regulations that apply in United Nations peacekeeping, in accordance with the latest policies and guidance.

50. The core predeployment training materials have been supplemented by specialized training materials for specific functions. In 2009, the specialized training materials for individual police officers were issued. Preliminary versions of

specialized training materials for military experts on mission (military observers, military liaison officers and military advisors), corrections personnel and formed police units have been developed and tested, and should be issued to all Member States in the first half of 2011. The development of updated and new predeployment training standards for specific military functions is also expected in 2011 as part of a pilot initiative. In August 2010, the Department of Peacekeeping Operations issued mission-specific induction training standards covering integrated training for all mission personnel as well as specific induction requirements for military, police and civilians.

51. Standard-setting for training during deployment is conducted for both cross-cutting and job-specific functions. Implementation of a global gender training strategy is also under way, as well as improvements to the senior leadership programme, the senior mission leaders' course and the senior mission administrative resource training programme. The Office of Human Resources Management standards for leadership, management and communications training are used, where appropriate, to ensure that civilian personnel are trained to the same standard as other Secretariat personnel. In addition, 25 sets of job-specific and technical training standards are currently under development, representing 69 per cent of the 35 substantive and support components in multidimensional peacekeeping. The standards include a newly developed specialized training course for judicial affairs officers deployed to the field, which has been positively received by mission personnel. A new training methodology for civil affairs components has been successfully piloted in several missions and will be complemented by written operational guidance.

52. In the light of the increased delegation of authority to the field, the Department of Field Support is developing an e-learning programme in human resources management for field operations to qualify and certify human resources staff in such areas as administration of entitlements and benefits, recruitment and selection, dispute resolution, human resources monitoring and performance management.

Partnership with the African Union and other regional organizations

53. Partnership with regional organizations remains critical for United Nations peacekeeping. It permits the international community to harness the respective strengths of each actor to maintain international peace and security. The Secretariat has maintained close coordination and cooperation with regional organizations, in particular the African Union and the European Union, to better plan, deploy and conduct civilian or military-led operations. Through lessons learned, targeted workshops and engagement on strategic issues of mutual concern, the two departments have explored avenues to strengthen linkages and improve interoperability with these partners. The Secretariat has also engaged with other regional organizations, such as the Association of Southeast Asian Nations and the Collective Security Treaty Organization, to explore opportunities as their capabilities and interest in exploring engagement in peacekeeping and crisis management evolve.

54. The reports to the Assembly on support to African Union peacekeeping operations authorized by the United Nations (A/64/359-S/2009/470 and A/65/510-S/2010/514) highlighted the importance of enhancing the partnership between the two organizations. Progress continues to be made in enhancing that strategic

relationship, including through the establishment of a joint task force on peace and security, which met for the first time in September 2010, and through initiatives to improve the exchange of information. A joint workshop in Nairobi in November 2010 focused on lessons learned from cooperation in peacekeeping. The capacity-building efforts of the African Union are supported through direct advice from the United Nations. Operational cooperation between the African Union and the United Nations in the missions in Darfur and Somalia, which are operating under the mandate of the Security Council, illustrates the depth of the partnership. In Somalia, the United Nations is delivering a logistical support package to the African Union Mission in Somalia (AMISOM) and providing technical expertise to the African Union headquarters in planning and managing the mission.

55. In 2009 the Assembly established the United Nations Office to the African Union in Addis Ababa, which brought under a single structure multiple offices dealing with peace and security issues, to further the partnership between the United Nations and the African Union. The Office has consolidated United Nations long-term support to the development of the African peace and security architecture, including the African Standby Force, and to the management of AMISOM.

Women, peace and security

56. The tenth anniversary of Security Council resolution 1325 (2000) in October 2010 presented an opportunity to take stock on progress to date and identify priorities for future implementation in peacekeeping. A series of round-table discussions with key stakeholders, including troop- and police-contributing countries, and the launch of a global study to assess the impact of the implementation of resolution 1325 (2000) on peacekeeping highlighted important lessons and recommendations for the future. Progress in the implementation of that resolution included the development of tools to guide the integration of a gender perspective into peacekeeping, facilitate women's participation in political processes and security sector institutions and support the adoption of laws to protect women's rights.

57. The recent establishment of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) provided an important opportunity to advance the implementation of resolution 1325 (2000) and facilitate the goal of "delivering as one". The contributions of UN-Women will rely, among others, on the role of gender advisers in peacekeeping missions, who offer technical expertise to facilitate the integration of a gender perspective in the implementation of mission mandates.

IV. Putting in place stronger United Nations field support arrangements

A. The global field support strategy

58. The global field support strategy aims at improving the quality and effectiveness of support services delivered to field missions in an efficient, transparent and accountable manner. The strategy consists of four distinct but integrated pillars: service centres, both global and regional; predefined service packages and modules; a financial framework; and a human resources framework.

59. The goal of the predefined service packages and modules is to improve the speed and predictability of the deployment, particularly in start-up or expansion phases, through advanced planning and the use of pre-designed and configurable service packages that include the requisite materials, supplies, equipment and enabling capacities. Work on the design and development of a 200-person camp module is ongoing in Brindisi, Italy, and at Headquarters, in close consultation with the Special Committee.

60. In line with General Assembly resolutions A/64/266 and A/64/269, the first five months of the implementation of the strategy involved the re-profiling of the United Nations Logistics Base in Brindisi as a global service centre and the establishment of a centre in Entebbe, Uganda, as a shared service centre for missions in the region.

61. The financial framework goal is to create a more transparent, effective and efficient use of financial resources to expedite the timely deployment of resources to missions. Work has included the development of a proposed standardized funding model for the first year of a peacekeeping operation.

62. The activities in the human resources pillar are fully aligned with the Secretary-General's human resources reform proposals and focus specifically on the challenges and needs of human resources support to field missions. In addition, work is ongoing to reinforce capacities, including through exploring mechanisms for securing external civilian capacities, in particular through such measures as standby arrangements with contractors. Those arrangements could include engineering or medical personnel; military support capacities; short-term consultants and individual contractors; and rosters of capable and rapidly deployable personnel.

63. Further details on the implementation of the global field support strategy are contained in the first annual progress report (A/65/643).

B. Safety and security

64. The United Nations System Chief Executives Board for Coordination endorsed two enhancements to the security risk management process: (a) guidelines for determining acceptable risk, and (b) a security level system that will be implemented in all field operations by January 2011. A new policy on security risk management for the Department of Peacekeeping Operations and the Department of Field Support went into effect on 1 November 2010.

65. To enhance professionalism, a benchmark validation of the security occupational group was conducted in 2010. The Department of Field Support issued initial instructions for implementation in August 2010. Full implementation is expected to require three budget cycles, owing to proposed changes to security structure and grade levels in an environment of severe budgetary constraints.

66. At the request of the Special Committee, both departments investigated the vetting procedures of national security personnel in missions. It was determined that such a procedure would need to be applied to all national staff and, possibly, to contracted personnel. As the issue would apply across the United Nations system, it was raised in the Inter-Agency Security Management Network session in June 2010, which referred it to the High-level Committee on Management.

67. Finally, the Department of Peacekeeping Operations and the Department of Field Support have begun steps to improve significantly field or occupational safety by June 2011. The departments will determine the extent and impact on field operations of workplace-related fatalities and injuries; develop a field safety management programme; and produce field safety training modules.

V. Ensuring more effective arrangements for planning, management and oversight of missions

A. Restructuring

68. Three-and-a-half years since the approval of the restructuring of the Department of Peacekeeping Operations and the creation of the Department of Field Support, feedback from Member States, the results of a survey of field missions and performance metrics demonstrate that considerable improvements have been achieved in the capacity of the Secretariat to mount, manage and sustain peacekeeping and other field operations. Perhaps most significantly, the creation of the Department of Field Support has positioned mission support as a strategic enabler in the delivery of political, peacemaking, peacekeeping and peacebuilding mandates. The restructuring has also resulted in the application of two distinct business models across the departments: one, a strategic headquarters that delivers integrated strategic and operational guidance to field operations; and the other, a service provider that offers expertise in key areas of mandated activities. As a result, the departments have been able to improve guidance and support to field missions while pursuing the further professionalization of peacekeeping. Assessments of the strengthening of the capacity of the United Nations to manage and sustain peacekeeping operations and of the functioning of the integrated operational teams are provided in the relevant reports to the General Assembly, A/65/624 and A/65/669, respectively.

69. Resources shared between the Department of Peacekeeping Operations and the Department of Field Support have also met their intended objectives of achieving organizational coherence and economies of scale. Strengthened direction and oversight have resulted in greater clarity on both the role and direction of missions and the assessment of progress towards peace consolidation. Integrated structures have produced a more coherent approach to delivering early peacebuilding mandates, in particular in the areas of civil affairs, rule of law and security institutions. Enhanced guidance and training against established standards have furthered the professionalization of peacekeeping. New and strengthened capacities have led to greater consistency and efficiency in the delivery of mandates, in particular in such areas as security sector reform, specialized military planning and force generation. They have also enabled more predictable and effective partnerships and enhanced the ability of the programmes, funds and agencies of the United Nations system to leverage its collective capacities to support peace consolidation and deliver rapid assistance to missions during start-up, transition and crisis response.

B. Mandate renewal and technical assessment mission consultations and reporting to troop- and police-contributing countries

70. A number of measures were implemented to further enhance consultations with Member States, thereby strengthening arrangements for planning, management and oversight of missions. Formal meetings of the Security Council with troop- and police-contributing countries are now routinely scheduled ahead of each debate on the renewal of a mandate. In addition, the Department of Peacekeeping Operations regularly organizes informal briefings, as required, including to inform troop- and police-contributing countries on specific developments in a mission area. Pursuant to the statement by the President of the Security Council of 5 August 2009 (S/PRST/2009/24), the Under-Secretaries-General for Peacekeeping Operations and Field Support issued specific guidance on formal and informal consultations with troop- and police-contributing countries, on the inclusion of information resulting from the consultation with troop- and police-contributing countries in the regular reports of the Secretary-General and on consultations with Member States that should precede and follow key events in a mission's life cycle.

71. The Department of Peacekeeping Operations organizes consultations with Security Council members and troop- and police-contributing countries and with other relevant Member States prior to the deployment of and after the return of technical assessment missions, so as to ensure that the views and concerns of Member States are adequately reflected in the work and the related follow-up. Such consultations were organized for all such visits in 2010, including for the MONUC/MONUSCO transition, and for UNOCI, UNMIT and MINURCAT. Furthermore, the integrated operational teams maintain liaison with Member States at the expert level on a routine basis to brief them on mission-specific areas of interest.

C. Conduct and discipline

72. Working with the conduct and discipline teams in field missions and with Secretariat partners, the Conduct and Discipline Unit has introduced systematic measures to prevent misconduct, including predeployment and induction training for all categories of personnel, based on materials developed in 2009-2010, and the recording of and follow-up on all allegations of misconduct. Concerted efforts have increased the Organization's capacity to identify and mitigate the risks associated with the conduct of personnel, ensure referral of allegations for investigation and take appropriate and prompt action on all misconduct that has been substantiated by investigation through referrals to the relevant United Nations entities or Member States.

D. Command and control

73. The Department of Peacekeeping Operations and the Department of Field Support continue their efforts to enhance control and oversight of field operations, while intensifying their engagement with troop- and police-contributing countries, the Security Council and Member States to strengthen transparency and dialogue. Those efforts have helped to meet operational requirements while ensuring timely

and appropriate dialogue with Headquarters and troop- and police-contributing countries. In the spirit of the New Horizon initiative, engagement and consultations with troop- and police-contributing countries will remain an invaluable tool to ensure effective contributions, employment of uniformed personnel and transparency throughout planning processes, in accordance with the statement by the President of the Security Council (S/PRST/2009/24).

74. In addition to enhanced oversight mechanisms and consultations with troop- and police-contributing countries, the two departments are conducting an internal evaluation of the peacekeeping command and control policy. The evaluation will broadly review decision-making authorities and implementation responsibilities at Headquarters, between Headquarters and the field and within field missions. The outcomes of the evaluation will inform further enhancements to the departments' command and control system within existing legislative and policy frameworks.

E. Compacts with heads of missions

75. The Secretary-General concluded for the first time in 2010 a senior manager's compact with each of the special representatives and heads of mission. The compacts, which include strategic, special (planning, integration and policy) and management objectives and performance measures, have also been tailored to improve coherence between mission and Headquarters leadership in support of mandate implementation.

F. Integrated mission planning process/integrated strategic frameworks

76. Efforts continue to ensure that, at the country level, United Nations peace consolidation efforts take an integrated approach that maximizes the individual and collective impact of the missions and of the programmes, funds and agencies of the United Nations system. To that end, new United Nations system-wide guidelines for integrated planning were launched in 2009-2010. Based on the internal guidance issued by the Secretary-General in June 2008, the guidelines reaffirmed the principle of integration, established minimum standards for integrated planning, and expanded its application to 18 field missions in which special political missions or peacekeeping operations operate alongside a United Nations Country Team. With support from Headquarters, including surge planning capacity in some settings, all concerned field presences have made strides towards meeting the minimum standards. As at December 2010, of those field presences 11 had completed and 6 were developing an integrated strategic framework setting out a shared vision for the United Nations in the country, together with priority results, timelines, responsibilities and monitoring arrangements. At Headquarters, the integration steering group chaired by the Department of Peacekeeping Operations, and including key Secretariat departments and the programmes, funds and agencies of the United Nations system, has overseen the application of integration policy and practice and has approved a range of training initiatives.

77. In 2011 attention will increasingly shift to effective implementation of integrated frameworks, with a particular focus on aligning the integrated strategic frameworks with other planning processes, allocating resources effectively and

improving accountability for results. To that end, efforts will continue to build and support dedicated strategic planning capacity within missions to partner effectively with the offices of the resident coordinators and other stakeholders. Nevertheless, it is important to recognize the limitations of the potential for integration in the face of current structural limitations and explore ways to better address some of the administrative and support barriers to achieving a well-integrated effort.

VI. Observations

78. As the Special Committee takes up its work in 2011, the present report has set out some of the critical issues facing peacekeeping today, which remain significant. The report also outlines future challenges and ongoing efforts to address them.

79. Looking ahead, there is an ongoing commitment to continually strengthen, through dialogue and engagement, the global partnership that is at the heart of United Nations peacekeeping. Urgent action is required to ensure that missions have sufficient mobility, flexibility and expertise to discharge their increasingly complex mandates effectively. It is necessary to build coherence around the crucial challenges the peacekeepers are facing, including their roles in peacebuilding and the need for a framework as well as necessary training and capacities to implement mandates for the protection of civilians.

80. The implementation of a comprehensive capability development agenda will require sustained, multi-year engagement of Member States. It is necessary to generate the capabilities required for multidimensional peacekeeping, through shared expectations and standards, effective training and attention to critical resource gaps along with strengthened partnerships to address them. The field support machinery must be made more efficient and cost-effective through continued support for the global field support strategy. Arrangements with external partners will need to be explored to address requirements for specialized civilian capacity and to recruit and retain greater numbers of women. The planning, management and oversight of missions must continually be strengthened to ensure flexibility, integration of effort and strengthened accountability.

81. In all of those efforts, it is imperative to continue to ensure the highest level of integrity and dedication in keeping with the vital roles entrusted by the international community to United Nations peacekeeping operations.

82. Finally, 2010 has been one of the most tragic years in United Nations peacekeeping in terms of the loss of civilian and uniformed personnel, which stood at 164 personnel as at 30 November. The Secretary-General recognizes the men and women serving in United Nations peacekeeping for their dedication to the cause of peace and expresses his gratitude to the troop- and police-contributing countries for their unfailing support to this common endeavour.